

Message Text

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ACTION OES-04

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C O N F I D E N T I A L SECTION 1 OF 2 IAEA VIENNA 9298

E.O. 11652: GDS

TAGS: IAEA, PARM, EAID, AR. MX

SUBJECT: IAEA TECHNICAL ASSISTANCE IN NUCLEAR FUEL REPROCESSING

SUMMARY: IAEA TECHNICAL ASSISTANCE COMMITTEE (TAC) WILL BE ASKED TO CONSIDER PROJECTS INVOLVING, INTER ALIA, ASSISTANCE RELATED TO NUCLEAR FUEL REPROCESSING IN ARGENTINA AND MEXICO. COMMITTEE MEETS ON NOVEMBER 27. DESCRIPTION OF PROJECTS AND MISSION'S ANALYSIS AND RECOMMENDATIONS FOR ACTION FOLLOW BELOW. ACTION REQUESTED: INSTRUCTIONS ASAP, IN ORDER TO BEGIN CONSULTATIONS WITH OTHER TAC MEMBERS AND WITH AGENCY'S SECRETARIAT. END SUMMARY.

1. MISSION WISHES TO DRAW ATTENTION TO FOLLOWING IAEA TECHNICAL ASSISTANCE PROJECTS RELATED TO NUCLEAR FUEL REPROCESSING PROPOSED UNDER AGENCY'S 1976 PROGRAM (QUOTED FROM GOV/COM.8/53/ADD.1), WHICH WILL BE CONSIDERED BY TAC ON NOVEMBER 27 (AND POSSIBLY 28TH), 1975:

A. ARGENTINA- (1) QUOTE HOT CELL DESIGN-THE COMISION NACIONAL DE ENERGIA ATOMICA (CNEA)--(NATIONAL ATOMIC ENERGY COMMISSION)--IS PROCEEDING WITH THE DESIGN OF PILOT HOT CELLS FOR THE STUDY OF POWER RE-
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ACTOR SPENT FUELS, FOR WHICH ASSISTANCE HAS BEEN

RECEIVED FROM THE AGENCY UNDER A UNITED NATIONS DEVELOPMENT PROGRAM (UNDP) PROJECT. BASIC COMPONENTS ARE EXPECTED TO BE AVAILABLE SOON, AND THE AGENCY IS REQUESTED TO SEND AN EXPERT TO ADVISE ON THE ASSEMBLY OF THE HOT CELLS, THE CRITERIA OF MAINTENANCE AND OPERATION THEREOF, THE CONSTRUCTION AND OPERATION OF ACTIVE TRANSFER SYSTEMS, ETC. UNQUOTE (EXPERT REQUESTED FOR 12 MONTHS); (2) QUOTE PLUTONIUM FUEL- ONE OF THE PROJECTS OF THE NUCLEAR FUEL DEPARTMENT OF CNEA IS RELATED TO THE PRODUCTION OF FUEL ELEMENTS CONTAINING PLUTONIUM AT THE CENTRO ATOMICO CONSTITUYENTES (CONSTITUYENTES ATOMIC CENTER), WHERE AN ALPHA FACILITY HAS BEEN INSTALLED. TECHNICAL ASSISTANCE HAS BEEN PROVIDED BY THE AGENCY FOR THIS PROGRAM, BOTH UNDER UNDP AND THE REGULAR PROGRAM (SEE DOCUMENT GOV/1639/ADD.1, SCHEDULE B.2.F.). EXPERT ADVICE IS REQUIRED FOR THE PRODUCTION OF (U, PU)02 POWDER FROM PELLET FABRICATION WASTES, FOR STUDIES OF (U,PU)02 PELLET FABRICATION AND FOR THE ESTABLISHMENT OF A SERVICE LABORATORY FOR ANALYTICAL CONTROL OF THE FUEL PELLET FABRICATION PROCESS. UNQUOTE (EXPERT REQUESTED FOR SIX MONTHS); (3) QUOTE REPROCESSING- UNDER THE CHEMICAL PLANTS PROGRAM OF THE DIVISION OF DEVELOPMENT OF CNEA WORK IS PROCEEDING AT THE EZEIZA ATOMIC CENTER TOWARDS THE SETTING UP OF FUEL REPROCESSING FACILITIES AS PART OF THE OVERALL NUCLEAR FUEL PROGRAM. ASSISTANCE HAS BEEN PROVIDED BY THE AGENCY AT EARLIER STAGES OF THE PROGRAM (SEE DOCUMENT GOV/1572/ADD.1, SCHEDULE B.3.I.). FURTHER EXPERT ASSISTANCE IS NOW REQUIRED IN THE ADAPTATION OF ANALYTICAL METHODS TO GLOVE BOXES AND HOT CELLS FOR ANALYSIS OF PROCESS CONTROL, IN THE ORGANIZATION OF A PROCESS CONTROL LABORATORY, AND IN PRODUCTION, RECOVERY AND USE OF TRANSURANIUM ELEMENTS IN THE NATURAL AND IN THE HIGHLY ENRICHED URANIUM FUEL CYCLE. UNQUOTE (EXPERT REQUESTED FOR 4 MONTHS);

B. MEXICO-(1) QUOTE REPROCESSING PILOT PLANT-INEN IS COMPLETING THE DESIGN OF A REPROCESSING PILOT PLANT. AGENCY ASSISTANCE IN REGARD TO THE SAFETY ASPECTS WAS APPROVED UNDER THE REGULAR PROGRAM FOR 1975 (SEE DOCUMENT GOV/1706/ADD.1, SCHEDULE B.33.G.). THE PLANT SHOULD BE READY FOR TESTING WITH NON-RADIOACTIVE MATERIAL BY 1978. CONSTRUCTION OF THE BUILDING IS TO START IN 1976. THE AGENCY IS REQUESTED TO PROVIDE THE SERVICES OF AN EXPERT TO ADVISE ON DETAILED ENGINEERING, THE DESIGN OF PROCESS EQUIPMENT, THE OPERATION OF PULSED COLUMNS AND THE DESIGN AND OPERATION OF THE NECESSARY SAFETY INSTALLATIONS. UNQUOTE (EXPERT REQUESTED FOR 12 MONTHS); (2)

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MENT GOV/1706/ADD.1, SCHEDULE B.33.G.). THE PLANT SHOULD BE READY FOR TESTING WITH NON-RADIOACTIVE MATERIAL BY 1978. CONSTRUCTION OF THE BUILDING IS TO START IN 1976. THE AGENCY IS REQUESTED TO PROVIDE THE SERVICES OF AN EXPERT TO ADVISE ON DETAILED ENGINEERING, THE DESIGN OF PROCESS EQUIPMENT, THE OPERATION OF PULSED COLUMNS AND THE DESIGN AND OPERATION OF THE NECESSARY SAFETY INSTALLATIONS. UNQUOTE (EXPERT REQUESTED FOR 12 MONTHS); (2)

QUOTE SAFETY OF REPROCESSING PLANTS-AS A FOLLOW-UP TO ASSISTANCE APPROVED UNDER THE REGULAR PROGRAM FOR 1975 (SEE DOCUMENT GOV/1706/ADD.1., SCHEDULE B.33.G.), THE SERVICES OF AN EXPERT ARE REQUIRED FOR THREE MONTHS TO ADVISE ON THE PREPARATION OF A SAFETY ANALYSIS REPORT FOR THE REPROCESSING PILOT PLANT. UNQUOTE.

2. DG'S COVERING MEMORANDUM REQUESTING APPROVAL FOR ALL TA PROJECTS FOR 1976 (GOV/COM. 8/53) INCLUDES WHAT HAS BECOME STANDARD LANGUAGE STATING, "IN VIEW OF THE NATURE OF THE PROJECTS CONCERNED, THE APPLICATION OF SAFEGUARDS AGAINST DIVERSION WILL NOT BE REQUIRED."

3. MISSION BELIEVES NUCLEAR PROGRAMS OF SEVERAL COUNTRIES HAVE REACHED STAGE WHERE REQUESTS FROM THOSE COUNTRIES FOR TECHNICAL ASSISTANCE FROM IAEA IN CERTAIN FIELDS, E.G., FUEL REPROCESSING, DESERVE MUCH CLOSER SCRUTINY AND CAREFUL CONSIDERATION BY TAC THAN IN PAST, PARTICULARLY FROM STANDPOINT OF APPLICATION OF IAEA SAFEGUARDS. STANDARD LANGUAGE MENTIONED ABOVE SHOULD NO RPT NO LONGER BE ROUTINELY ACCEPTED, GIVEN PRESENT DAY REALITIES. THERE IS ALSO AGENCY POLICY ASPECT INVOLVED; NAMELY, WHETHER AGENCY SHOULD BE PROVIDING ASSISTANCE IN FUEL REPROCESSING TO ANY MEMBER STATE, PENDING COMPLETION OF AGENCY STUDY ON REGIONAL FUEL CYCLE CENTERS.

4. FOLLOWING ARE PERTINENT FACTS TO BE BORNE IN MIND IN CONNECTION WITH MANNER IN WHICH WE ATTEMPT TO DEAL WITH THESE PROJECTS IN TAC MEETING NOVEMBER 27:

(A) CHAIRMAN OF COMMITTEE IS CHAIRMAN OF BOARD, I.E., ADMIRAL IRAOLAGOITIA FROM ARGENTINA. (VICE-CHAIRMAN CONFIDENTIAL

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ARE AMB. BOT FROM NETHERLANDS AND OSREDKAR FROM YUGOSLAVIA.) ACCORDINGLY, WE CANNOT COUNT ON COOPERATION OF CHAIRMAN IN DEALING WITH MATTER IN COMMITTEE.

(B) MEXICO IS NPT PARTY AND HAS CONCLUDED NECESSARY SAFEGUARDS AGREEMENT PLACING ALL OF ITS PEACEFUL NUCLEAR ACTIVITIES UNDER IAEA SAFEGUARDS. PARA 2 OF NPT ARTICLE IV STATES, INTER ALIA, THAT "ALL THE PARTIES TO THE TREATY UNDERTAKE TO FACILITATE AND HAVE THE RIGHT TO PARTICIPATE IN, THE FULLEST POSSIBLE EXCHANGE OF EQUIPMENT, MATERIALS AND SCIENTIFIC AND TECHNICAL INFORMATION FOR THE PEACEFUL USE OF NUCLEAR ENERGY." FURTHER, AGENCY'S BOOKLET "IAEA SERVICES AND ASSISTANCE," WHICH IS USED BY MEMBER STATES AS A GUIDE TO SERVICES AND TECHNICAL ASSISTANCE OBTAINABLE THROUGH IAEA,

INCLUDES SPECIFIC REFERENCE IN PARA 14 TO FIELD OF
"REPROCESSING OF IRRADIATED FUELS." ACCORDINGLY,
MEXICO WILL BE IN STRONG POSITION TO ARGUE EFFECTIVELY
THAT IT SHOULD NOT RPT NOT BE DENIED ASSISTANCE IT HAS

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REQUESTED.

(C) ARGENTINA IS NOT RPT NOT NPT PARTY, BUT HAS CON-
CLUDED NUMBER OF SAFEGUARDS AGREEMENTS WITH IAEA
COVERING CERTAIN FACILITIES AND SPECIAL NUCLEAR
MATERIAL PRODUCED IN OR BY THE USE OF THOSE FACILITIES.
ARGENTINA WOULD BE IN LESS FAVORABLE POSITION TO ARGUE
EFFECTIVELY IN SUPPORT OF PROJECTS IT HAS REQUESTED,
ALTHOUGH ITS POSITION WOULD BE STRENGTHENED IF IT
ACCEPTED SAFEGUARDS ON FACILITIES INVOLVED.

(D) PROJECTS IN BOTH ARGENTINA AND MEXICO ARE DIRECTLY
RELATED TO OR FOLLOW-UP TO ASSISTANCE ALREADY PROVIDED
BY IAEA IN PAST YEARS, EITHER IN CONNECTION UNDP
PROJECTS OR IAEA'S REGULAR TECHNICAL ASSISTANCE PROGRAM.
ACCORDINGLY, BOTH COUNTRIES CAN ARGUE THAT AGENCY SHOULD
FOLLOW THROUGH WITH ASSISTANCE TO PROJECTS IN THESE
COUNTRIES WHICH WERE INITIATED WITH AGENCY ASSISTANCE
TO BEGIN WITH, AND THAT IT IS UNFAIR TO CUT OFF THIS

ASSISTANCE IN MID-STREAM.

(E) AGENCY'S TAC HAS NOT, AT LEAST IN RECENT YEARS,
DISAPPROVED OF ANY PROJECT SUBMITTED TO IT FOR CONSIDERA-
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TION. ACCORDINGLY, THERE WILL BE GREAT RELUCTANCE
AMONG MEMBERS TO DISRUPT THIS TRADITIONAL PATTERN,
PARTICULARLY DEVELOPING COUNTRIES WHO MIGHT FEAR
RETALIATORY ACTION WITH RESPECT TO PROJECTS IN THEIR
OWN COUNTRIES FOR ONE REASON OR ANOTHER.

(F) COMPOSITION OF TAC INCLUDES FOLLOWING 20 NPT
PARTIES: AUSTRALIA, CANADA, DENMARK, GDR, FRG, IRAN,
IRAQ, ITALY, LIBYA, NETHERLANDS, PHILIPPINES, POLAND,
SENEGAL, THAILAND, USSR, UK, USA, VENEZUELA, YUGOSLAVIA
AND ZAIRE; AND FOLLOWING 11 NON-NPT PARTIES: ARGENTINA,
BRAZIL, CHILE, COLOMBIA, FRANCE, INDIA, INDONESIA,
JAPAN, SOUTH AFRICA, TURKEY AND ZAMBIA. WHILE THERE
MAY BE SOME SYMPATHY AMONG NPT PARTIES TO CURTAIL
WIDE-SPREAD ESTABLISHMENT OF NATIONAL REPROCESSING
PLANTS AND CAPABILITIES OR AT LEAST TO BE SURE THAT
IAEA SAFEGUARDS ARE APPLIED TO SUCH FACILITIES, USUAL
TENDENCY IN TAC IS FOR COMMITTEE MEMBERS TO DIVIDE
ALONG LINES OF ADVANCED VERSUS DEVELOPING COUNTRIES
IN ANY DEBATE OVER ISSUES INVOLVING PROVISION OF
AGENCY TECHNICAL ASSISTANCE. OF 31 MEMBERS ON COMMITTEE,
17 ARE PROPOSED RECIPIENTS OF TECHNICAL ASSISTANCE
UNDER AGENCY'S 1976 PROGRAM. ACCORDINGLY, DEVELOPING
COUNTRIES ARE IN MAJORITY.

(G) AGENCY STATUTE (ARTICLE II) ADVISES IT TO...."ENSURE,
AO FOR AS IT IS ABLE, THAT ASSISTANCE PROVIDED BY IT OR
AT ITS REQUEST OR UNDER ITS SUPERVISION OR CONTROL IS
NOT USED IN SUCH A WAY AS TO FURTHER ANY MILITARY
PURPOSE." BELIEVE THIS IS MOST PERSUASIVE ARGUMENT
FOR URGING THAT IAEA SAFEGUARDS BE APPLIED TO REPROCESSING
FACILITIES ESTABLISHED WITH AGENCY ASSISTANCE.

5. FOLLOWING ARE SEVERAL POSSIBLE OPTIONS FOR DEALING
WITH THESE PROJECTS AT TAC:

(A) SEEK ELIMINATION OF THESE PROJECTS FROM 1976
PROGRAM.

(B) ACQUIESCE IN THEIR APPROVAL SUBJECT TO SATISFACTORY
SAFEGUARDS ARRANGEMENTS.
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(C) AIM FOR THEIR DEFERRAL PENDING COMPLETION OF AGENCY'S REGIONAL FUEL CYCLE CENTERS PROJECT.

(D) ATTEMPT TO CONDITION SUCH ASSISTANCE TO NON-PARTIES TO NPT BY RECIPIENT OF IAEA SAFEGUARDS ON ALL NUCLEAR MATERIAL IN ALL ITS NUCLEAR ACTIVITIES.

(E) ACQUIESCE IN THEIR APPROVAL, BUT SUBSEQUENTLY TAKE STEPS BEHIND SCENES WITH OTHER SUPPLIERS TO REGRAIN FROM MAKING AVAILABLE EXPERTS FOR PROJECTS EXCEPT UNDER SPECIFIED CONDITIONS.

6. MISSION BELIEVES OPTION (A) IS NOT RPT NOT VIABLE SINCE MEXICO IS NPT PARTY AND WOULD ARGUE (PROBABLY WITH SUBSTANTIAL SUPPORT) THAT IT IS, THEREFORE, ENTITLED TO PARTICIPATE IN FULLEST POSSIBLE EXCHANGE OF TECHNOLOGICAL INFORMATION FOR PEACEFUL USES OF NUCLEAR ENERGY PURSUANT TO ARTICLE 4 OF NPT. FURTHER, MEXICO WOULD ARGUE THAT ITS LONG-STANDING POSITION ON NUCLEAR NON-PROLIFERATION AND ITS LEADERSHIP IN ESTABLISHING LATIN AMERICAN NUCLEAR FREE ZONE PLACES IT OUTSIDE ANY REASONABLE CONCERN. FINALLY, MEXICO WOULD ARGUE THAT ITS PROJECTS ARE MERELY A CONTINUATION OF ASSISTANCE ALREADY PROVIDED AND THAT THERE IS NO RPT NO JUSTIFICATION FOR SUCH AN ABRUPT REVERSAL IN AGENCY POLICY. ARGENTINA WOULD UNDOUBTEDLY PICK UP LATTER ARGUMENT IN DEFENSE OF ITS PROJECTS, NOTING FURTHER THAT ONE PROJECT PROPOSED IS ALREADY WELL UNDERWAY (HOT CELL DESIGN). WHILE IT MIGHT BE POSSIBLE TO OBTAIN MAJORITY FOR APPROVING PROJECTS SUBJECT TO SATISFACTORY SAFEGUARDS ARRANGEMENTS IN ARGENTINA, MISSION BELIEVES THERE WOULD BE NO RPT NO CHANCE AT ALL FOR OBTAINING MAJORITY SUPPORT TO ELIMINATE PROJECTS, PARTICULARLY IN VIEW FACTOR MENTIONED PARA 4(F) ABOVE.

7. MAJORITY SUPPORT FOR OPTIONS (B) AND (D) MIGHT BE ACHIEVABLE, BUT WOULD STILL BE LESS THAN SATISFACTORY FROM U.S. STANDPOINT. OPTION (D) WOULD, OF COURSE, BE PREFERABLE IF U.S. CHOOSES TO MOVE IN THIS DIRECTION.

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8. OPTION (C) FITS IN WITH OTHER U.S. OBJECTIVES, BUT IT IS ONLY A TEMPORARY SOLUTION. WHETHER OR NOT RPT NOT MAJORITY SUPPORT FOR IT IS ACHIEVABLE, HOWEVER, DEPENDS ON SECRETARIAT'S WILLINGNESS TO SUPPORT CON-

CEPT OF DEFERRING FURTHER ASSISTANCE RELATED TO RE-PROCESSING PENDING COMPLETION OF ITS REGIONAL FUEL CYCLE CENTERS PROJECT. SECRETARIAT IS MORE LIKELY TO DODGE ISSUE AND RELY ON TAC AND BG TO GIVE IT GUIDANCE, IT IS DIFFICULT TO ASSESS HOW OTHER TAC MEMBERS WOULD REACT.

9. OPTION (E) DEPENDS ON ABILITY TO COORDINATE AND REACH AGREEMENT WITH OTHER SUPPLIERS, WHICH MISSION UNABLE TO ASSESS AT THIS STAGE.

10. WHATEVER WAY WE CHOOSE TO GO, MISSION BELIEVES WE WILL HAVE DIFFICULTIES IN TAC, AND CONFRONTATION OF ONE SORT OR ANOTHER APPEARS UNAVOIDABLE. MISSION RECOMMENDS OPTION (C) AS COURSE OF ACTION, WITH OPTIONS (D) AND (B) AS FALLBACKS IN THAT ORDER.

11. REQUEST INSTRUCTIONS SOONEST, IN ORDER TO BEGIN CONSULTATIONS WITH OTHER TAC MEMBERS AND WITH AGENCY SECRETARIAT.LABOWITZ

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